

1. WESTERN / NORTHERN CAPE

Key Indicators

(Table 1)

Western Cape

This SPR is the fourth highest densely populated area among all SPRs and accommodates 9% of South Africa's population. While the area may not be as densely populated as three other SPRs it has the highest official urbanisation level (86.1%). The urbanisation growth rate of 2,5 furthermore suggests that in future this area may be more densely populated. The majority of the population are Coloureds (59,7%) followed by Whites (22,1%) and to a lesser extent blacks (17,8%). The dominant language in this SPR is Afrikaans (61,9%) followed by English, (20.8%) and Xhosa (15,6%), which is the dominant language amongst the blacks. This SPR has the second largest percentage of economically active population (15-64), with the highest absorption capacity. In terms of human resource potential, this SPR has the lowest illiteracy rate (based on economically active population).

The GGP per capita of this SPR is the third highest of all SPRs and higher than the GGP per capita for the whole country. The personal income per capita is the second highest of all the SPRs.

Northern Cape

This is an extremely vast area, that is sparsely populated (2% of South Africa's population) as shown by the density of 2,1 persons per km² and a population of under 800 000 living in 346 500 km². With this profile of density, coupled with the lowest growth rate in urbanisation as compared with other SPRs, it appears for years to come that the area will remain sparsely populated. Even so this SPR has the third highest urbanisation rate (65,8%).

The majority of the population are Coloured (53,9%) followed by the blacks (31,0%) and the Whites (14,9%). The dominant language in this SPR is Afrikaans (71,7%) and this is by far the SPR with the highest percentage of Afrikaans speaking people. This is followed by Tswana (14,1%) and Xhosa (6,3%). This SPR has the third largest percentage of economically active population (15-64), but its absorption capacity is the sixth highest, which could suggest that an outward migration might take place. The young population in this SPR is also lower than in six other SPRs. Furthermore, the SPR has the

fourth lowest illiteracy rate suggesting the human resource potential is average.

Although the GGP of this SPR is the lowest of all the SPRs, GGP per capita is the fifth highest, and higher than the national GGP per capita. The personal income per capita also is fifth highest of all the SPRs.

1.1. Summary of Arguments for and against the Western Cape as a separate SPR

There were no submissions questioning the feasibility or viability of the Western Cape as an SPR. Two matters were raised with regard to the Western Cape: whether the Western Cape should be combined with the Northern Cape to form one region, and whether certain districts from the Northern Cape should be incorporated in the Western Cape, leaving the Northern Cape a smaller region.

1.2. Arguments for and against a separate Northern Cape

1.2.1. Arguments for a separate Northern Cape

Amongst the most important pros with regard to the Northern Cape as a Region the following could be pointed out:

- There is wide acceptance of possible existence of a Northern Cape. A substantial number of letters were received thanking the Commission for including a particular district in the Northern Cape.
- Most of the submissions received, which showed dissatisfaction with being placed in the Northern Cape clearly indicated that they preferred to be included in the Western Cape and not the Northern Cape, thus recognising the Northern Cape as a separate region (from districts next to the Southern border).
- The Northern Cape is geographically coherent, being semi-desert, summer rainfall area with extensive farming. The Western Cape, on the contrary, is a winter-rainfall area with intensive farming. It would be best not to combine two such diverse geographical areas into one region.
- This area is ecologically sensitive. It should include the whole of the semi-desert arid region - also the districts north of the Orange River, and people living in this area should be managing it. If the decision making body does not have its headquarters in this area, it is doubtful whether the special needs of this area will be really

attended to. Western cape has problems of its own and its own development needs and projects. The needs of the Northern Cape will always be subordinate to that of the stronger metropolitan area.

- This area is one of the most homogeneous regions in South Africa with regard to language and religion (81,4% Christian and 70% Afrikaans speaking). The predominant population groups are Coloured (54%) and the Blacks (29,3%). Most of the Blacks are concentrated in certain urban areas such as Kimberley, Colesberg, De Aar, Hanover, Gordonia, Barkley-Wes, Herbert.
- If Northern Cape is, combined with the Western Cape the area will be too large to be administered by a single governmental structure.

1.2.2 Arguments against Northern Cape SPR : Southern Border Sensitive Area

- Economic viability: There are large numbers of disadvantaged people in this area, and the question remains whether this area will have the necessary resources available for the development of the disadvantaged people.
- There are few possibilities of economic development in the Northern Cape; combining it with the Western Cape would increase the economic viability of the region.
- The areas in which some communities indicated that they would prefer to be included in with the Western Cape were mainly those in Namaqualand and the West Coast Towns and the Kambro organisation of the Calvinia Coloureds.

Their main arguments were:

- Cape Town is their nearest nodal point, much nearer than Kimberley.
- There is a well developed road system to Cape Town which is not the case with Kimberley.
- All the necessary health, educational, judicial and commercial services are in Cape Town.
- Northern Cape is not viable as a separate region. There is very little chance to improve conditions for "Coloured" community

due to scarcity of work and opportunities of Northern Cape.

- Fear of the Northern Cape becoming a "Volkstaat" for the rightwing which may lead to possible discrimination and even evacuation.
- To argue as the Regional Development Advisory Committee does, that there is potential growth for in the Northern Cape is questionable. A greater potential for growth and development is possible if there is a merger between the Northern Cape and Western Cape.
- The Northern Cape lacks adequate institutional infrastructure. Kimberley does not have adequate infrastructure to accommodate a regional government.
- The Northern Cape as a separate SPR would bear a heavy burden in terms of operation and maintenance of its infrastructure, particularly the unpaved road network. The SPR has little chance of development, given inadequate supply of water for agriculture.

1.2.3 Northern Cape : Northern Border Sensitive area

With regard to the Northern Border the question arose whether Hartswater, Postmasburg and Kuruman should be included in the North West or in the North Cape.

Arguments for the inclusion of Hartswater, Postmasburg and Kuruman in the Northern Cape.

- The nodal point of people living in these areas in these three districts is Kimberley.
- Including these districts in the Northern Cape will enhance its economic viability especially since these areas have the mining industries.
- The dominant language in these districts is Afrikaans; there are cultural ties with Northern Cape and form a cohesive community.

The arguments against including these districts of Kuruman, Postmasburg and Hartswater in the Northern Cape were also accompanied by arguments from a number of submissions to

include not only the three in the North West, but to extend the southern border of the North West in the south to districts like Kleinhardt, Prieska and Hopetown, Gordonia, Hay, Herbert, Kimberley, Barkley West and Warrenton which will have to be included in North West.

The arguments in favour of including the three districts as well as the others in the North West were the following:

- The labour flow to Hartswater, Kuruman and Postmasburg is from the North, i.e. Western Transvaal
- These three districts have historically strong socio-cultural ties historically as well as with regard to identity with the North West.
- Because of historical ties and land claims resulting from forced removals in Kimberley, Kuruman and Postmasburg, many communities feel that the Hartswater, Postmasburg and Kuruman should be kept in one SPR, in the North West. In fact there is a feeling amongst some groups that the borders of the North West should be extended in the south to include Kimberley and even districts on the southern side of the Orange River, e.g. Kleinhardt, Prieska and Hopetown.
- Kimberley is the only hospital closest to the communities in Hartswater and Postmasburg. Demarcation of the North West increases the prospects of access to health facilities.
- The Northern Cape lacks adequate institutional infrastructure. Kimberley does not have adequate infrastructure to accommodate a regional government.

1.3 Application of the criteria

Western Cape

1.3.1 Geographic Coherence

The Western Cape forms a geographically compact and coherent region with an urban bias. It is highly industrialised. This SPR has winter

rainfall which permits intensive farming.

1.3.2 Economic and Development Aspects

Economic functionality

The Western Cape region is economically functional, with the core area being the highly industrialised Cape Town metropolitan centre. Because there is an existing network of services, there will be no inconvenience to people or dislocation of services.

Economic viability

It is an economically viable region because of its well developed and diversified industrial base and its successful commercial agricultural production.

Social and Physical infrastructure

As far as the Social and Physical Infrastructure is concerned it should be pointed out, that it was not possible to obtain data for the regions as demarcated. Some data were available for Development Region A and B, but the borders of these regions do not correspond exactly with those of the SPRs as demarcated.

The region as an entity, will be able to generate a sufficient income base to meet the needs of its population.

These data, however, will give in broad outline an indication of the state of affairs with regard to social and physical infrastructure.

With regard to community health this SPR had an infant mortality rate 27 per 1 000 live births, however, the racial disparities are large, with Blacks having the highest rates of 33,7 and Whites the lowest of 3,8. This SPR has also the highest incidence of tuberculosis in South Africa, a rate of 697 per 100 00 residents (based on notifications).

There are major disparities in access to basic amenities in urban areas 10% do not have access to adequate water while in the rural areas it differs from 35% to 10% in the southwestern and northern areas respectively. Over 15% of urban dwellers have inadequate sanitation compared with 40% of rural dwellers. In rural areas the adequacy of sanitation facilities varies from 75% in the South West to 25% in Namaqualand. Access to electricity varies substantially from 24% in Cape Town to 46% in rural towns and 93% in rural areas.

The health services are administered by Western Cape Regional Services Council, Cape Provincial Administration, Department of Health and National Development and many municipal (local) services. There are also non-governmental organisations providing services to the medically under served areas.

This SPR has approximately 277 primary health care clinics or 0,38 clinics per 5 000 people. The Western Cape, relative to other SPRs is well equipped with health facilities.

The Western Cape has two major academic hospitals that provide high level tertiary care, namely Groote Schuur and Tygerberg. The SPR is endowed with hospitals, given the statistic of 5,7 hospital beds per 1 000 population (1989 figures), exceedingly any other SPR. This SPR has way too many tertiary beds compared to other SPRs.

The Western Cape also has two medical schools (University of Cape Town and Stellenbosch University, two dental schools (University of Western Cape and Stellenbosch University) one Public Health Programme at the University of Western Cape. All these facilities are located within 25sq km. The SPR has a high doctor to population ratio of 1.3 and a nurse to population ratio of 6,9, both figures are much higher than those of any other SPR (1989).

The Western Cape has adequate health and institutional infrastructure in terms of facilities, personnel and administrative capability to provide health services to its residents and address the major health problems of its population. Its major challenge will be reorienting its health services from too much tertiary care to primary care and reducing the disparities in health status and access to health care.

The road network density in rural areas for development Region A is lower than the national average because the northern portion of the region has a very low population and network density average.

1.3.3 Institutional and Administrative Capacity:

With the national legislative capital and the Cape Provincial Administration capital, the Western Cape has sufficient institutional and administrative capacity to manage the development of the area, and undertake the necessary planning, policy and administrative functions associated with effective governance. Furthermore, there are adequate tertiary and other training institutions to facilitate capacity building in areas where it is currently deficient.

1.3.4 Socio-Cultural Aspects:

The Western Cape is a heterogeneous region comprising primarily of Afrikaans, Xhosa and English speaking people. There is, however, a preponderance of Coloured in this area, and the dominant language is Afrikaans. There is a strong sense of regional identity.

1.4 Application of Criteria - Northern Cape

1.4.1 Geographic Coherence

The region is geographically coherent. It is a semi-desert summer rainfall area with extensive farming, except for Vredendal and Clanwilliam which fall in the winter rainfall area.

1.4.2 Economic Development Issues

Economic functionality

Although it has no major economic core the region is economically functional with the main nodal points being Kimberley, Upington, Gordonia, Prieska and de Aar.

Economic viability

The Region has a poor economic resource base. It has comparative advantages in agriculture and mining. Although the GGP in this region is the lowest of all the regions, the GGP per capita is the fifth lowest, and it is higher than the average GGP per capita for South Africa. The region can function as an entity as far as the other quality of life indicators are concerned. Although it was not possible to obtain data for the region as a whole, the data on development region B could give an indication of the situation in this connection.

Social and physical infrastructure

The Northern Cape region has a high infant mortality rate of 52 per 1000 live births (nearly twice that of the Western Cape). The incidence of tuberculosis in this SPR is the fourth highest, at 317 per 100 000 residents (based on notifications).

There are marked disparities in access to basic subsistence. In the urban areas 15% do not have access to adequate water while in the rural areas it varies between 25% to 95%. In addition, over 60% of the total urban

population in the Northern Cape has inadequate sanitation. The provision of adequate sanitation in rural areas varies from 5% to 35%, while access to electricity in the towns and rural areas is 46% to 93%, respectively.

The road network density for the entire area is lower than the national average. This is probably due to very low population density.

Over 60% of the total urban population in the Northern Cape have inadequate sanitation. The provision of adequate sanitation in rural areas varies from 5% to 35%. Furthermore, a population without electricity in the towns and the rural areas varies from 46% to 93% respectively. Most of the energy originates in subregion 3 (Barkely West, Hartswater, Hay, Herbert, Kimberley, Taung and Warrenton). Developments are concentrated around planning districts Britstown, Colesberg, De Aar, Hanover, Hopetown, Noupoot, Phillipstown and Richmond.

1.4.3 Institutional and administrative capacity.

The area is served by the Cape Provincial Administration, 3 Regional Service Councils, and Regional Development Advisory Council. The Northern Cape Division of the Supreme Court is situated in Kimberley. There is not enough institutional infrastructure to accommodate a regional government. There is however a possibility of developing administrative infrastructure at the Kimberley, Upington nodal points. The health services are administered by the Cape Administration and RDAC. This SPR has very little if any administrative abilities. SPR has approximately 86 primary health care clinics, aeration of 0,38 clinics for 5 000 people, similar to Western Cape. However, with a population density of 4 people per square kilometre, the region presents a problem in making health care accessible to all.

Northern Cape, lacking in major metropolitan areas, has no major academic hospital that provides high level tertiary care services. This area has considerably fewer number of hospitals than other SPRs, only higher than Eastern Transvaal. The Northern Cape has a very low doctor to population ration of 0.3 and a nurse to population ratio of 4,1.

The Northern Cape SPR has very poor institutional and administrative infrastructure to provide health services to its population, particularly in light of its major public health problems. However, combining it with

another region will not make health care accessible to residents as the population distribution is sparse.

Socio-Cultural

The region has a considerable homogeneity in respect of language. There is also a developed sense of regional identity, except for the Namaqualand West Coast area where there is a sense of identity with the Western Cape.

1.5 Evaluation

1.5.1 Geographic coherence

The two SPRs are comprised of two distinct geographical areas each with its own geographical coherence. The Northern Cape region has the largest land area, being twice as big as any other region, but with the smallest population. Because of the size of the region it could be argued that the combined Western Cape / Northern Cape is far too large to administer and that a split of this large area makes sense. The needs of each area, which are very divergent could also be better catered for. On the other hand it has been argued that it is too costly to set up a regional government in an area containing so few people. In terms of economies of scale, the costs of regional government on a per capita basis could be high in a region with a population of less than 800,000. According to calculations (by du Pisani) the costs of Regional Government for the Northern Cape could be the lowest of all the Regions, but the cost per capita would be the highest (R1047) which is nearly twice as high as the average cost for South Africa (696). It could also be pointed out that the size of the regional legislature in a combined region would be 82 seats, while for separate regions, it would be Western Cape 68 seats and Northern Cape (30) seats (an additional 18 seats in relation to the combined region). However, there are concerns that there might not be a sufficiently large population in the Northern Cape to meet the constitutional requirement of minimum of 30 seats per SPR.

If the other option at the Northern border of the Northern Cape is considered, i.e., decreasing the size of the combined Northern and Western Cape by including districts from the Northern Cape below the Orange River (and even on the Northern side of the Orange river) in the North West, it is clear that the geographically coherent Semi desert area would be cut in two, and that the North West would be geographically less coherent.

1.5.2 Economic Viability

The economic data for the region could be used both for and against splitting the area. The Northern Cape has a very small economic base with little development possibilities, and contributing only 2% at the national GGP. This could be interpreted, together with a relative lack of infrastructure, as supporting the argument that the Northern Cape is not viable as a region on its own.

On the other hand, the Northern Cape has GGP per capita figure that is just higher than the national average. Thus while the region is a poor region in relation to the absolute size of its economy and resource base, this is not the case in per capita terms.

If a separate Northern Cape region is created excluding the West Coast and Namaqualand from the Northern Cape it could have an effect on the economic viability of the Northern Cape. If the impact of cost and revenue is taken as a criteria, the exclusion of Vredendal, Clanwilliam and Van Rhynsdorp from the Northern Cape will benefit the Northern Cape economically as these three districts show a total deficit of R9,5m on the estimated tax minus variable costs at 1988 prices.

By excluding Namaqualand from the Northern Cape, the latter will be detrimentally affected as this district shows a surplus of R6.5m on the estimated tax minus variable costs at 1988 prices. If Namaqualand plus the three other districts taken as a whole are excluded from the Northern Cape, this SPR will still benefit as these four districts taken together show a deficit of R3m on the estimated tax minus variable costs at 1988 prices.

The inclusion of Postmasburg and Kuruman (on the Northern Border) will benefit the Northern Cape as the estimated tax minus variable costs at 1988 prices shows a surplus of R17,2m (This will of course be a loss to the North West).

1.5.3 Institutional and Administrative capacity:

One of the arguments against the Northern Cape as a SPR is that Northern Cape lacks institutional capacity, and that Kimberley does not

have the necessary infrastructure to accommodate a regional government. This statement, however, is contradicted by another submission which shows that.

- * There are Regional offices for all state departments (25);
- * A core of civil servants, Spoornet, Eskom, and other institutions to handle administrative functions, as Kimberley has been acting as regional centre for the Northern Cape for a considerable number of years;
- * Kimberley is a grade 11 municipality (nearly 12 as that of Bloemfontein and Port Elizabeth).

This infrastructure should not be underestimated as it is more or less on a par with that of Nelspruit, which maybe considered to be the capital of Eastern Transvaal.

1.5.4 Socio-cultural factors

The inclusion or exclusion of the districts of Postmasburg and Kuruman in the Northern Cape could also have an impact on Socio-cultural factors. Although the Afrikaans speaking people are still in the majority in these districts (52.5%) the percentage of people speaking an African language is much larger than in the Northern Cape (46,1% compared to 29.3% respectively). On the basis of this it could be argued that Postmasburg and Kuruman should be included in the North West where 66,8% of the population is Tswana speaking. There are also strong historical factors and a sense of identity with the North West among sections of the population which could be used as an argument to include these two districts in the North West.

With regard to including the other Northern Cape districts, North and South of the Orange river in the North West, it could be pointed out that if language is taken as a key indicator these districts show greater similarity to the Northern Cape than to the North West.

The language distribution for these districts (1991) is:

	AFRIKAANS	TSWANA	XHOSA	OTHER
GORDONIA	104 134 (87,8%)	3 636	4 954	4 683

HEY	9 257 (83,8%)	308	48	1 446
HERBERT	15 885 (60,4%)	1 582	436	8 065
HOPE TOWN	10 024 (89,7%)	16	526	534
KENHARDT	11 060 (97,4%)	5	167	71
PRIESKA	16 500 (86%)	151	1 222	1 174
KIMBERLEY	76 380 (45,7%)	57 979	6 729	6 244
	15 456 (E)	1 481 (ZU)	2 523 (SSo)	

E = English

Z = Zulu

Even in Kimberley which is the most cosmopolitan of all these magisterial districts, the Afrikaans speaking section of the population is the largest group (45,7%). The Tswana speaking section is the second largest section (34,7%)

When considering the geographical coherence of the Northern Cape, and its extensive farming, together with cultural homogeneity as reflected in the predominance of one language (Afrikaans), it is necessary to revisit some of the submissions.

In the submissions received from a number of organisations in the requested the merging of the North West with parts of the Northern Cape, it was stated that about 31,4% of the economically active population in the Northern Cape has no formal education. This figure is incorrect as the statistics in the key indicator table show. The formal illiteracy rate for the Northern Cape is 23,4 while that for the North West is 3,5. It is not clear from the argumentation in the submission how the education of the upper section of the Northern Cape could be improved, if the need in the North West is even higher.

If some of the other relevant indicators are compared for the North West, the Northern Cape and the Western Cape is at a par or better off than the North West, and that the Western Cape would be in a much better position to assist the Northern Cape development wise.

Indicators	Northern Cape	North West	Western Cape
Labour Participation rate	64,3	56,4	67,2
Absorption Capacity	51,4	52,5	60,0
Dependency rate	1,7	2,2	1,3

Taking these factors into consideration, it is not clear on which facts the argument rests, that greater economic potential for the Northern Cape are incorporated into the Western Transvaal. There might even be a bigger need for development amongst larger sections of the population in the North West than in the Northern Cape.

If the Northern Cape is not seen as being viable as a separate SPR it might be more feasible to merge the whole of the Northern Cape with the Western Cape. If subregions are considered the Northern Cape could be administered from the Western Cape as a geographically coherent and culturally homogenous region, rather than to be split into two, with each section in a different SPR especially where the one SPR (North West) shows no cultural homogeneity with the Northern Cape.

By dividing the Northern Cape into two - one part to be administered by the North West, and the other by Western Cape, would be the typical arbitrary lines drawn by colonial powers.

In evaluating the submissions with regard to the Southern as well as the Northern border, it is clear that the placement of these regions in a specific region is highly disputed. It is difficult to determine which of these submissions should be given the most weight. Claims and counter-claims are made. In nearly every submission it is claimed that they have strong support from various organisations and groups.